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ABSTRACT

This special report provides a survey of media in the Federal Republic of Germany (West Germany) and attempts to answer questions such as: what freedoms the mass media enjoy, the nature of their finances, what problems they have to deal with, and what their future in competition with new modes of communication will be like. Chapter 1 discusses the structure and function of the West German media; chapter 2 discusses the press. Chapter 3 deals with news agencies and public relations activities. Radio and television are the topics of chapter 4. New media are discussed in chapter 5, and chapter 6 deals with the vocation of journalism. Chapter 7 discusses assistance to the media in the Third World. Eight appendixes containing article five of the Basic Law of the Federal Republic of Germany and data on mass media are attached. (SR)

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PRESS AND BROADCASTING

IN THE FEDERAL REPUBLIC OF GERMANY

by

Georg Hellack

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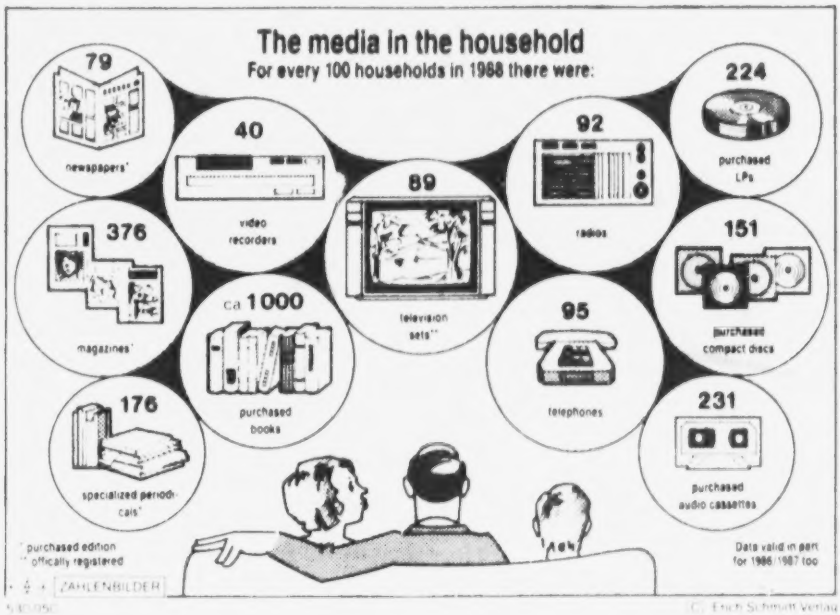
Press and Broadcasting in the Federal Republic of Germany

When we take a look at the statistical data it becomes evident that the people of the Federal Republic of Germany are well supplied with mass media: over 20 million daily newspapers are bought every day; this level of circulation (measured by the number of newspapers per 1000 inhabitants) is the fourth highest on earth - after Japan, Great Britain and Switzerland. There are about 26,900,000 radios and over 23,700,000 televisions in German households.



But statistics do not tell us much. More important is what freedom the mass media enjoy, how their finances are, what problems they have to deal with and what their future in competition with new modes of communication will be like. The present Special Report serves to provide a survey of media in the Federal Republic of Germany and to attempt to answer these questions.

(1)

I. Structure and framework of the German media

1. Following 'zero hour'

The totalitarian Nazi regime left Germany in a state of ruins. The field of publishing, too, was in ruins. After their victory over Germany, the Western Allies started with a 'tabula rasa' and began to develop a system of mass communication which was to fulfil its appropriate function in a free and democratic system of government and society as yet to be created. Nonetheless, one basic structure in the historical development of the media system remained intact up to the eighties: the press was in private hands and broadcasting in public hands.

For the press, there were two levels to the new order of things. Initially, about 150 so-called licenced newspapers were authorized by the occupying powers, of which 137 were still being published in the Western occupation zones on 23 September 1949 when compulsory licencing was abolished. Thereafter the so-called old-time publishers who had owned newspapers and magazines before 1945 returned to the market. A whole flood of newspapers, new and old, entered the scene such that in the first nine months after the abolition of compulsory licencing there were over 570 newspaper publishing companies in the newly founded Federal Republic of Germany.

In broadcasting, the effects of the division of Germany into occupation zones can still be felt. Each of the occupying powers set up a new system in its respective sphere of influence and according to different criteria. The Broadcasting Company of the Reich which had been centrally operated up to 1945 was destroyed and in each of the occupation zones broadcasting companies arose independent of one another.

2. Germans take over responsibility again

In 1949, after the founding of the Federal Republic of Germany, the German Bundestag, i.e. the parliament of the newly-founded federal State, due to its marked federal structure, received competence in publishing and broadcasting only for framework legislation. Detailed legislation regulating the media was on the other hand, pursuant to the Basic Law, left to the competence of the individual Laender of the federation. Since then, the Laender have staunchly resisted any infringement of their rights, a fact which has not always fostered legal, economic and journalistic unity in media legislation, in particular in the field of broadcasting.

In the reports of the International Press Institute in London which surveys infringements on the freedom of the press around the world, the Federal Republic of Germany appears as one of the few countries in which government respects the markedly free publishing system. The freedom of the press is constitutionally guaranteed by Article 5 of the Basic Law of 1949. The limitations specified by Article 5 serve the protection of youth from crude and immoral publications and films, and the defence of the right to develop one's personality and the individual's right to privacy. Conflict are to be solved by the courts.

The Federal Constitutional Court, the supreme organ of jurisprudence in the Federal Republic of Germany, has repeatedly set forth its interpretation of the tasks and significance of publishing and broadcasting in a democracy. As a matter of course, the press has more often been the focus of attention than broadcasting which for a long time was in exclusively public hands and which, due to its structure, served more rarely as a focus of public debate. The Federal Constitutional Court has, nonetheless, expressed its general views on the organization of public broadcasting and on the prerequisites for operating private radio and television.

(3)

With regard to the press, the Federal Constitutional Court has stressed not only the constitutionally guaranteed right to freedom of expression, but also 'institutional autonomy... from the acquisition of information to the diffusion of news and reports". This limits the State's potential to interfere in any possible legislative manner with the freedom of the press. This, however, also limits any activities to put order into the system when the independence and autonomy of broadcasting and in particular of the press are threatened by changes in the structure of the media, for example by an impending press monopoly. In case of such impending monopoly over public opinion, in particular the disappearance of small and financially endangered newspapers, the regulations of economic legislation take effect, especially anti-trust legislation.

The organizational difference between the press on the one hand and broadcasting on the others, which was a characteristic of the Federal Republic of Germany for the first three decades of its existence, ceased to exist in the mid-eighties, i.e. since the introduction of cable and satellite broadcasting. A dual system of broadcasting has replaced the public system which was protected from competition, a duality in which private groups have come to light as heads of radio and television companies.

3. Press and broadcasting legislation as a Laender matter

The internal order of the press is regulated in the press legislation of the various Laender in which there is general agreement on basic matters such as 'impressum' (mention of the name of the person legally responsible for the contents of a text), the right to present a corrective answer, obligation to exercise due care and the specification of paid announcements as such. Editors have the right to refuse to devulge their sources. They cannot be forced to name either their sources and or their informants.

Particularly controversial is the 'defence of justified interests', also known in the media as the defence of 'public'

interests when government interests are involved, in cases of treason for example. Also controversial from a legal point of view is the obligation set forth in the press legislation of the Laender that public authorities provide the representatives of the press with 'information they need to fulfil their duties to the public', although aspects of secrecy and non-interference in on-going trials etc. prevent misuse of this right.

The legal status of the public broadcasting stations is set forth in the broadcasting legislation of the Laender and in inner-state agreements among the various Laender. In such legislation and agreements, much greater stress is laid on regulating structure, organization and financing than is the case in press legislation. An endeavour has been made here, in particular by ensuring the representation by all socially significant groups and organizations, to guarantee public influence in the supervisory boards. In a pronouncement in 1961, the Federal Constitutional Court viewed the public status of radio and television as appropriate since there was a lack of usable frequencies for broadcasters and much higher capital expenditure is required to set up and run a broadcasting station than to run a newspaper.

In the last few years, the legislative authorities have, to a large extent, eliminated this protective zone surrounding public broadcasting, a zone which excluded private competition. Developments in technology have led to a greater number of usable frequencies for broadcasting and to better access for homes by means of cable and satellite than that provided by traditional stations. At the same time, the capital expenditure needed to produce and broadcast radio and television programmes for a limited geographical area has fallen.

In recent years, the parliaments of the Laender have therefore passed new broadcasting legislation, though the diversity of political parties in power in such parliaments with their diverging thinking in media terms has tended to characterize the new structures. Some of the Laender want to ensure unimpeded access to broadcasting for private programming,

once licenced by a supervisory board, whereas other Laender have made private programming subject to the supervision of public broadcasting.

The first Land broadcasting law to come to generous terms with the wishes of private programme interests was pasesd in May 1984 in the Landtag of Lower Saxony. It authorized virtually anyone, except political parties, to apply to the licencing authorities for permission to broadcast radio and television programmes. The essential condition was that it had to be full progamming including information, advice and entertainment. The stations may be financed by the owners themselves, by fees, donations or by advertising. A Land broadcasting committee including representatives from major public organizations exercises control over programming. Laws have also been passed in the other Laender, even though often with substantial differences in text. Thus, the production and broadcasting of private stations will beginn in all the Laender by 1990 at the latest.

4. Europe exercises its influence

For quite a while international attention was devoted exclusively to broadcasting frequencies and satellite transmission cones. Recently, however, the European Community (EC) and the Council of Europe have made guideline proposals for the media, in particular for transborder television channels which may interfere with national legislation. It must be clarified whether EC legislation limits the cultural and media autonomy of the German Laender and can therefore be considered unconstitutional. Controversial are the regulation of programmes of European origin (the so-called quota regulation), the proportion of advertising in a broadcast period and advertizing for the tobacco industry.

(6)

II. The press

Traditionally, regional and local subscription newspapers have dominated the market for German daily newpapers. They offer the reader a reliable survey of major events in the fields of national and international politics, business, culture and sports, and concentrate in particular on reporting events usually in and around large urban centres. Since the strong attachment of the readers to 'their' newpapers stems from information they derive on local events of a more personal character, all newspapers devote particular attention to the local section, increasingly so with a defensive attitude towards the rise of local radio stations. The newspapers also offer an attractive market for local business advertisements which provide an average of over 40% of advertising turnovers. Even the street sale newspaper 'Bild', the German daily with the largest circulation, has 22 editions covering the whole of the Federal Republic of Germany, which differ in regional reporting and in portions of the advertising section.

1. Subscription newspapers rule the market

In June 1989, there were 1344 editions of daily newspapers on the German newspaper market whose contents in certain parts of the editorial section and especially in the local section differ in the various editions. There is, however, no economic basis for such a fragmented daily press. It is thus no wonder that the financial and in general technical prerequisites for the great number of editions are provided by 358 publishing companies only. Of all the publishers functioning as editors, only 119 have a full editorial staff to produce the whole of the editorial section themselves.

The economically independent publishers either maintain a joint editorial staff or else, what is quite common, one publisher procures the syndicated cover from another newspaper, including at least the first two pages with reports on politics, and then adds its own regional and local sections as well as

parts of the advertising section. One may therefore refer to 119 'publishing units', most of which are issued every workday, and at least twice a week, and contain a section of current events and international news.

It was not always the case that the political section, which continues to be essential for the formation of public opinion, was contentrated in the hands of a few. Three decades ago, the number of 'publishing units' was over one hundred more than it is today. A reduction of almost fifty percent has thus taken place, although the number of editions has begun to rise again after reaching a low in 1983 and is now only 150 lower than it was thirty years ago despite many mergers.

Mergers for primarily economic reasons have led in some cases to publishers and publishing groups attaining something of a monopoly in their respective regions. Since the publishers have fixed the bounderies between the circulation regions, over one third of the people now no longer have a choice between several local newspapers in their home towns, and even where competition between different local and regional newspapers still seems to exist, the newspapers in question are often financially linked to one another.

Of the 119 'publishing units' referred to, 53 percent have a circulation of over 100,000 copies. About 87 percent of total daily circulation belongs to this category. These newspapers attract the greatest portion of advertising turnovers in the daily press, a sum of 7,100,000,000 Marks for all daily newspapers in 1988. Advertising expenditures amounted to 34,700,000,000 Marks, of which 20,600,000,000 Marks were devoted to advertising in the media. With regard to turnovers, daily newspapers are far more important than the electronic media as vehicles of advertising.

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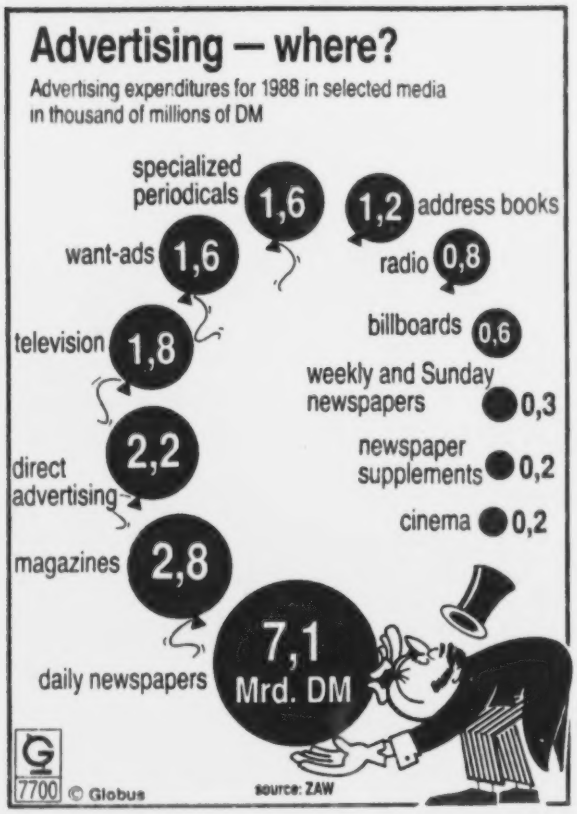


Newspapers are, however, highly dependent on the economic situation since an average of two-thirds of their income derives from advertising, the other third deriving from marketing profits, especially from subscriptions.

2. The supraregional press

Aside from the tabloid 'Bild', there are only four daily newspapers which can be bought throughout the Federal Republic of Germany: the 'Frankfurter Allgemeine Zeitung', 'Die Welt', the national edition of the 'Süddeutsche Zeitung' and the 'Frankfurter Rundschau'. In addition to these are the ideologically and politically oriented newspapers: 'Die Tageszeitung/TAZ', 'Unsere Zeit/UZ' and the 'Deutsche Tagespost'. In 1989, the well-reputed national and supraregional press had a total circulation of less than 1,200,000 but its readers are to be found primarily among the influential and leading sections of the population, i.e. politicians, well-known persons in public

life and industry. In addition to the above-mentioned newspapers, there are several regional newspapers which are well respected due to the quality of their reporting and commentaries even though their circulation is mainly restricted to one region. Among these are the 'Stuttgarter Zeitung', the 'Kölner Stadt-Anzeiger', the 'Tagesspiegel' (Berlin/West), the 'Hannoversche Allgemeine Zeitung' and others.

3. Street sale newspapers decrease in market significance

In addition to the traditional subscription newspapers (15 newspapers stem from publishing companies founded in the 18th century), which constitute about 75 percent of total circulation among German dailies, is a journalistically refined street sale press comprising six newspapers at present which hold about 25% of total circulation. At the head of this press is the 'Bild-Zeitung' with a circulation of 4,300,000 copies (second quarter of 1989). Other important street sale newspapers are the 'Express' sold in Düsseldorf, Cologne and Bonn, the 'BZ' in Berlin (West) and the 'Abendzeitung' in Munich. In the second quarter of 1989, the tabloids had a total circulation of 5,600,000 copies. Though daily circulation of German dailies has decreased by almost one million since its zenith in 1983 of 21,200,000 copies, this loss was suffered exclusively by the street sale tabloids, in particular the number one 'Bild', whereas subscription newspapers increased their circulations, though only slightly during this period.

4. Other markets for the press

In addition to the daily newspapers with their universal information, a vaste market has arisen of weeklies, alternative newspapers, papers for specific information and advertising. These periodicals have in part filled the gap created by mergers in the German daily press. Of particular financial interest here are the advertizing papers which attained advertizing turnovers

amounting to 1,600,000,000 Marks in 1988. Many of them, however, are owned by the publishers of the daily newspapers.

Whereas previously two Sunday newspapers of the Springer Publishing Company, 'Bild am Sonntag' (with a circulation of 2,200,000) and 'Welt am Sonntag' (with a circulation of 346,000), controlled the market, other publishers of daily newspapers have begun publishing special Sunday editions in the last few years. Among these are 'Sonntag Aktuell' in Stuttgart, the Sunday edition of a number of dailies (circulation ca. 880,000) and the 'HNA-Sonntagszeit' in Kassel, belonging to the 'Hessisch-Niedersächsische Allgemeine' (with a circulation of 190,000).

A group of newspapers, published primarily on the weekend and known as weeklies, endeavour to offer their readers in-depth information on politics, economics and intellectual affairs. Some of them are of a political nature, such as the 'Bayernkurier' of the Christian-Social Party, or an ideological nature, such as the 'Rheinischer Merkur'. They are considered particularly important for the formation of public opinion, the most important of which being the respected 'Die Zeit', considered liberal, and the 'Deutsche Allgemeine Sonntagsblatt' which takes a cosmopolitan Protestant stance. On the other side of the spectrum is the left-wing liberal 'Der Spiegel'. This 'news magazine' issued every Monday is famous as no other in the history of the Federal Republic of Germany for its sensational discoveries.

5. Magazines

Even before the scandal about the Hitler's forged diary was published by 'Stern' in 1983, a group of magazines looming over the huge market of ca. 20,000 German magazines caught the public's attentions with their large circulation and strong echo in reporting. These are the almost 500 popular magazines with a total circulation of over 105,000,000 copies and with a revenue of 2,800,000,000 Marks, making them the second most important vehicle of advertising. Among these are the illustrated news magazines 'Stern', 'Bunte' and 'Quick', guides for radio and

television programmes, periodicals for women, men, young people, hobbies, leisure and sports. The circulation of illustrated news magazines has continually declined over the last few year, no doubt to the benefit of television.

A numerically large group, though small in circulation, are specialized periodicals including scholarly and scientific periodicals, some of which have been published for decades by well-established publishing companies and enjoy a broad international reputation. In addition to these are the periodicals issued with a high circulation by associations and organizations. About one third of German magazines are attached to some organization or concentrate on representing the interests of a specific association. Among these are the 'ADAC-Motorwelt', the periodical of the Allgemeine Deutsche Automobil-Club (General German Automobile Association) with the largest circulation in the Federal Republic of Germany, ca. 8,900,000 copies (1989).

6. Electronics revolutionize the press

In the last few years there has been a tremendous transformation in the field of newspaper and magazine publishing which one could not hesitate to call revolutionary. Electronic data processing and new printing techniques have changed word processing, typesetting and proof-reading and thus the work of editorial staff and printers completely since the introduction of the first word processing computers in German editorial offices in 1979.

Nor have reporters and journalists escaped the trend to more economical and cost-effective production methods due to competition. Their profession, too, has been subject to examination. The more the editor can influence the technical production of his newspaper, the more jobs in the company's technical sector become redundant. At the same time, the electronic transmission of information, e.g. from news agencies, has also led to a reduction of jobs on the editorial staff.

7. Economic power creates influence in publishing

Among German publishers, the best known was no doubt Axel Springer from Hamburg, not only for the 'Bild-Zeitung' published by his company. For many intellectuals, he embodied the negative image of a publishing magnate who by means of publishing instinct and optimal use of capital succeeded in securing the lead not only in the daily and Sunday press but also in popular magazines. Almost 30 percent of the total circulation of German dailies stems from the Springer group. Up to a few years ago, this publishing company had a monopoly over Sunday newspapers and its publications dominate in the field of radio and television guides. The publishing company was transformed into a shareholding society (AG) when Axel Springer was still alive, which resulted in a number of hefty controversies over voting majorities with regard to the purchase of shares of other media enterprises. By the middle of 1989, the Italian media corporation Monti and the Axel Springer Verlag AG owned ten percent of one another's share capital. The voting majority of the German corporation, however, remains in the hands of Springer's heirs.

After the death of its founder, the Springer group remained active in the daily press. It participated in smaller newspaper companies, primarily in northern Germany and Berlin (West), but in general acquired only minority participation so as not to run into conflict with the Federal Cartel Office.

The group is also expanding in the new media in the Federal Republic of Germany and on the European market, in particular in Spain and Austria. It has also become the first German publisher to participate in a joint venture in Hungary.

Though other newspaper groups with high circulation have come to the fore regionally, such as the 'Westdeutsche Allgemeine' in Essen (the second largest daily newspaper group with almost six percent of the market), the 'Süddeutsche Zeitung' in Munich, the 'Stuttgarter Zeitung', the 'Kölner Stadt-Anzeiger'

and the 'Frankfurter Allgemeine Zeitung', none of them can vie with the Axel Springer Verlag AG.

The popular press has also evolved in this direction such that two thirds of the total circulation of this type of publication is now in the hands of four publishers or publishing groups: Axel Springer Verlag AG, Heinrich Bauer Verlag, Burda Verlag and Gruner + Jahr, the last of which being majority-owned by the Bertelsmann group.

8. An international media empire: Bertelsmann AG

The Bertelsmann group has evolved from a little book publishing company to the second largest media empire on earth. In 1988/1989 it attained turnovers of 12,200,000,000 Marks, of which two-thirds abroad. With its intense activities on the American market, Bertelsmann is involved in book publishing, book clubs, printing and the music market via the Bertesmann Music Group which took over the reputed record company RCA. The Bertelsmann group is thus active so to speak in the industrial transformation of ideas and talent. With over a million members in its book and record clubs, it is involved not only in daily newspapers but also in other media too: magazines, publishing companies, printers, paper manufacturers, music companies, films and television. With considerable funds, it has also accessed the new media, in particular private television. For example it holds 38.5 percent of the capital of RTL Plus, the private television network. Its total turnovers in the field of electronic media amounted to over 300,000,000 Marks in 1987/1988.

III. New agencies and public relations activities

When one talks to German journalists about getting information, they generally do not complain about the lack of information sources but about the opposite, an avalanche of information. Government agencies, political parties, associations

and interest groups of all hues and colours are pushing for publicity, disseminating reports and information services, sending invitations to press conferences and talks with reporters. It is primarily the news agencies which are responsible for the on-going overflow of information.

1. News as a commodity: the news agencies

There are five news agencies which offer a complete service of national German news: Deutsche Presse-Agentur (DPA), Deutscher Depeschendienst (DDP), Associated Press (AP), Reuter (RTR) and Agence France Press (AFP). The Third World agency Inter Press Service also offers a German-language service via the network of DDP. Leading this fiercely competitive market is the Deutsche Presse-Agentur which in legal terms is a GmbH (company limited), the company shares being in the hands of German press publishers and broadcasting stations. In order to avoid too strong an influence by the various shareholders through the exertion of economic pressure, no press publisher may own more than 1.5% of an agency and no broadcasting station may own more that 15%. With its basic services, DPA supplies almost all German daily newspapers with information. In addition to a great number of customers outside the media, the agency has over 500 customers among domestic media corporations and over 750 foreign media customers, of which 60 news agencies. The distance separating this agency with its closest German competitor DDP is great. DDP which in legal terms is an Aktiengesellschaft (stock company) has over 30% of the market in daily newspapers.

The German-language services of AP, Reuter and AFP rely on the support of their foreign headquarters for their global networks and enrich their material with domestic German news. Competition for new customers is fierce in pricing among the news agencies. Two thirds of all newspaper publishers subscribe to at least two agencies, some indeed to all five of the above-mentioned services. This is no great financial problem since the proportion of new agency costs in the production of newspapers in general amounts to less that one percent of costs.

2. Specialized agencies and press services

News agencies with their theoretically unlimited spectrum of subjects nonetheless supply only a portion of the news which continues to feed the media. There are a number of other agencies which have special fields. Among these are the Katholische Nachrichtenagentur (Catholic New Agency - KNA) owned by church institutions, the Catholic press and several individuals, and the Evangelischer Pressedienst (Evangelical Press Service - EPD) set up by the Protestant churches of the Laender. A recent arrival is the Idea-Informationsdienst of the Evangelical Alliance. These agencies act as suppliers not only to the religious press but also to the editorial boards of the daily press and broadcasting services. EPD for instance has about 80 subscribers in the media. KNA indeed has about 280. The Vereinigte Wirtschaftsdienste (VWD) specializing in business news, exemplify the fact that current information is not important for the media alone since, of the 7000 of its customers, less than 10% are editorial boards of the press and broadcasting, the rest are associations, organizations and business companies. VWD capital was provided in equal parts by the Deutsche Presse-Agentur, ten leading organizations of German business and a consortium of press publishers.

The media can fill the last column and last few minutes of broadcasting with press and information services, correspondents and video services, some of which independent though in many cases run by political parties, associations and organizations from the fields of politics, business, church and culture (over one thousand such services are estimated to exist). There is certainly no media topic for which these services do not supply special and background information (though not always non-partizan) and material ready for print.

A market expanding with the increasing number of television channels is that of supplying video material such as news films for television news broadcasts. The main customers are the television networks from 32 countries who are members of the European Broadcasting Union (EBU) through the intermediary of the

programme exchange provided by Eurovision. Private agencies also offer their material to Eurovision for news films and indeed have the largest section of this market. EBU news is generally only supplied to members whereas the private agencies (e.g. Visnews, a subsidiary of Reuter news agency) also supply private television networks. The Federal Republic of Germany will have to look forward to a fierce fight for the television news market, in particular since the Deutsche Presse-Agentur has been absent up to now as a seller.

3. Government public relations activities

Information and the formation of political will are inseparable in a democratic society. This fact was expressly confirmed by the Federal Constitutional Court in a pronouncement on public relations activities which noted: "The responsible participation of the citizens in the formation of the political will of the people presupposes that the individual know enough about questions to be decided, decisions taken by the organs of the State, measures and proposals so as to be in a position to be able to evaluate them, accept or reject them." The Government of the Federal Republic of Germany generally relies on the media to transmit information to the people.

4. The Press and Information Office of the Government of the Federal Republic of Germany

Most journalists working in the capital city of Bonn as correspondents for a German or foreign newspaper or broadcasting service usually belong to the group addressed at the federal press conferences three times a week by the government spokesperson (supported by the speakers of the ministries). The federal press conference is an association of about 500 German correspondents working in Bonn. About 50 German daily newspapers maintain offices in Bonn; the broadcasting stations have studios equipped with technical apparatus to transmit radio and television reports to the headquarters of the various networks or

directly onto the radio and television. The sessions of the Bundestag are always open to video and audio reporting.

The foreign media have sent about 400 correspondents to Bonn. They are members of the Association of the Foreign Press in the Federal Republic of Germany and have the right to ask questions at the federal press conferences. Foreign correspondents work for over 30 news agencies and about 140 newspapers and magazines as well as for about 50 foreign radio and television networks.

The government spokesperson informs the journalists about cabinet meetings, presents the government's views on current topics of politics and answers the correspondents' questions. The press conferences are supplemented by talks in a more intimate circle, by the supply of information material and by the arranging of contacts and interviews with politicians. The spokesperson of the Government of the Federal Republic of Germany, who since 1989 has been given a ministerial portfolio, is also head of the agency entitled the Press and Information Office of the Government of the Federal Republic of Germany. This office with about 700 staff members and an annual budget of 223,000,000 Marks (1989) has two tasks: it is to inform the Government of the Federal Republic of Germany of all it need to know from the global news market and conduct public relations activities on behalf of the Government of the Federal Republic of Germany at home and abroad. For the former task, the office reviews and evaluates the news offered by 27 news agencies, over 100 radio stations and 25 television networks in German and in 22 foreign languages. It also reviews the major German and foreign periodicals. Primary concern is not to collect information on new topics of international politics but to observe the image of Germany in the foreign media.

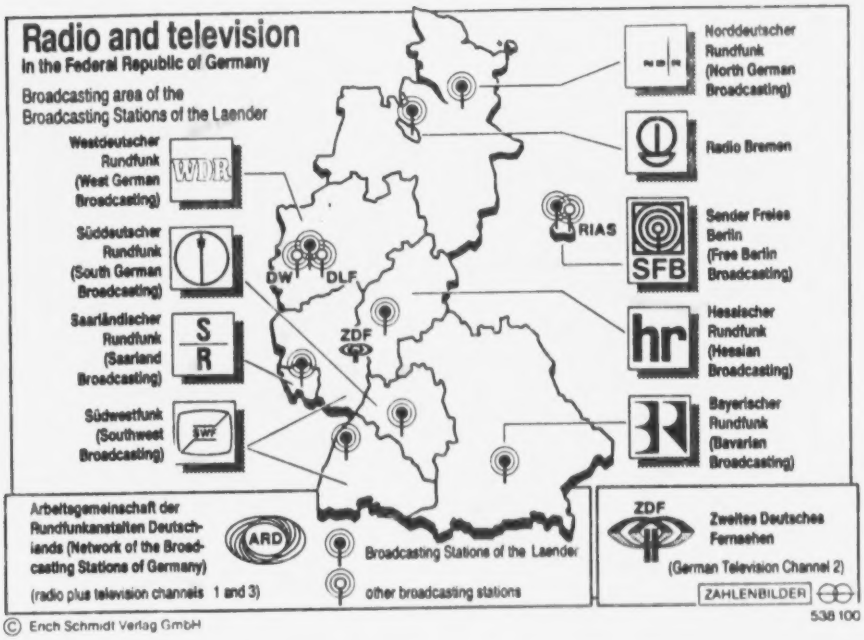
The task of the Foreign Division which in 1989 had 85,500,000 Marks at its disposal to this end is to promote Germany's image abroad. Particular attention is paid to relations with foreign journalists working in the Federal Republic of Germany since they are influential in the formation of opinion

and in creating an image of Germany in their native countries. Public relations activities for foreign countries is coordinated with the work of Inter Nationes, an institution active in the field of foreign cultural policy and political public relations as well as with the work of German missions abroad. Such activities include the publication of works often in over 30 languages and the production and dissemination of periodicals, film and television reports. Over 1800 foreign journalists and other persons of influence in the formation of public opinion are invited to Germany every year in order to gain their own impression of political, economic and cultural life.

IV. Radio and television

1. Public broadcasting - a Laender matter primarily

Foreigners are often astounded at how many different radio stations there are in the Federal Republic of Germany: there are over 30 public broadcasting stations on the air, though not throughout the country. This variety is a consequence of the federal structure and of the fact that the Laender hold competence in the organization of broadcasting. This is why there are nine public broadcasting systems: seven deriving from the broadcasting legislation of the Laender and two deriving from inner-state agreements. The Laender: Lower Saxony, Schleswig-Holstein and Hamburg have concluded an inner-state agreement on the Norddeutscher Rundfunk (North German Broadcasting) and the Laender: Rhineland-Palatinate and Baden-Württemberg have concluded one on the Südwestfunk (Southwest Broadcasting). In Berlin (West), in addition to the Sender Freies Berlin (Free Berlin Broadcasting), there is also RIAS (Rundfunk im Amerikanischen Sektor / Broadcasting in the American Sector) run independently by the United States Information Service, though its president is German.



2. The two central broadcasting stations - Deutsche Welle (The Voice of Germany) and Deutschlandfunk

In 1960, two more broadcasting stations were founded to account for the interests of the Federal Republic of Germany as a whole. These are Deutsche Welle (The Voice of Germany) and Deutschlandfunk, both with headquarters in Cologne. Central government exercises a stronger influence on these two stations than on the broadcasting services of the Laender. Of the eleven members of the broadcasting council of Deutsche Welle two are elected from the Bundestag and two from the Bundesrat. Four are appointed by the government. At Deutschlandfunk, with a broadcasting council of 22 members, the Bundestag and the Bundesrat appoint six members each and the Government five members.

The task of Deutschlandfunk is to broadcast radio programmes for 'Germany and foreign countries in Europe'. The Government of the Federal Republic of Germany and the broadcasting services of the Laender participate in its financing whereas the federal government alone covers all the operating expenses for Deutsche Welle. In 1989, federal funds amounting to about 282,000,000 Marks were devoted to Deutsche Welle which broadcasts 93 programmes in German and 34 other languages on short wave every day. The major area of concentration is Africa, followed by southeast Europe, Asia, the Near and Middle East and finally Latin America. The amount of programming to North America is lower. This priority derives from the goal of Deutsche Welle to endeavour to redress the balance everywhere on earth where freedom of the press is lacking or restricted by censorship, i.e. where people are not given access to the sources of information in their own countries.

3. Guests in broadcasting on German soil

The stations operated by American, British and Canadian troops in the Federal Republic of Germany, primarily for soldiers and their families, are particularly popular with young people due to their music. In addition to these stations are two private American broadcasting station in Munich: Radio Free Europe and Radio Liberty which broadcast not for Germans but for the peoples of Eastern Europe under Communist rule.

4. A common roof - ARD

The nine broadcasting systems of the Laender, the two federal services and RIAS (in an advisory capacity) joined to form ARD, the 'Arbeitsgemeinschaft öffentlich-rechtlicher Rundfunkanstalten der Bundesrepublik Deutschland' (Network of the Broadcasting Stations of the Federal Republic of Germany) to ensure public broadcasting, to bring about an internal financial balance, to facilitate an exchange of programmes, to run a common TV channel and to purchase films and series for all stations. The

work of this common channel of ARD, German television channel 1, is coordinated by a programming conference.

5. The largest German television network - ZDF

Thought was already being given in the fifties to the foundation of a television company to compete with the television channel set up by ARD which was criticized as being 'a TV monopoly' and politically one-sided. Initiatives came both from the federal government of the time under Konrad Adenauer with the foundation of a German television company 'Deutschland-Fernsehen GmbH' and from federations of industry who had envisaged a private channel. On 28 February 1961, the Federal Constitutional Court banned government-owned television broadcasting as unconstitutional. It was then the turn of the prime ministers of the Laender who declared themselves willing to organize a second television channel. On the basis of the inner-state agreement of 6 June 1961, they founded ZDF, German television channel 2 with headquarters in Mainz as a corporation under public law. It is centrally operated in contrast to the broadcasting services of the Laender which were federally designed. Seats in the television council are held by representatives of the Laender, political parties at the federal level and representatives of the federal government. In addition, as in ARD, major public organizations are also represented. ZDF operates one common channel for all of the Federal Republic of Germany with a budget of 1,627,000,000 Marks (1989), of which television fees represent 55 percent.

6. Supervision and control by the public

A public form was chosen for broadcasting to ensure its independence from government and to enable the public to be represented in the supervisory boards. Supervision and management of the public broadcasting services are in the hands of three boards:

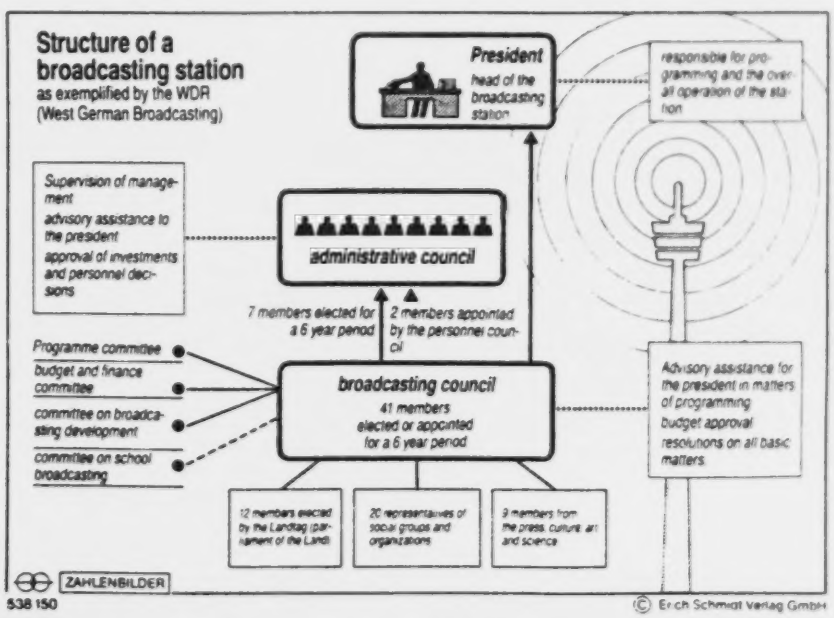
1. Broadcasting Council. Its members defend the interests of the public. They are either elected directly by the parliaments of the Laender or appointed directly by the political parties, religious communities, business and cultural organizations.

2. Administrative Council. Its members are elected by the Broadcasting Council. It ensures that broadcasting guidelines are respected, authorizes budget proposals and supervises management. It also elects the president who must be confirmed by the Broadcasting Council.

3. Auxiliary Programming Council

This council provides programming advice to the president. Its members elect the Broadcasting Council from candidates proposed by cultural, academic, business, youth, and sports organizations and institutions, etc.

The president manages the station in accordance with the decisions of the Broadcasting and Administrative Councils and is responsible for programming. Since the direct or indirect influence of political parties and groups of a Land makes itself felt in the composition of the Broadcasting Council which makes the main decisions, the station is occasionally criticized as being left-wing or right-wing according to whether the government of the Land is run by the Social-Democratics or Christian-Democratics.


Structure of a broadcasting station
as exemplified by the WDR (West German Broadcasting)
President
head of the broadcasting station
responsible for programming and the overall operation of the station
Supervision of management
advisory assistance to the president
approval of investments and personnel decisions
administrative council
7 members elected for a 6 year period
2 members appointed by the personnel council
Programme committee
budget and finance committee
committee on broadcasting development
committee on school broadcasting
broadcasting council
41 members elected or appointed for a 6 year period
Advisory assistance for the president in matters of programming
budget approval
resolutions on all basic matters
12 members elected by the Landtag (parliament of the Land)
20 representatives of social groups and organizations
9 members from the press, culture, art and science
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7. Financing by fees and advertising

The most important factor in the finances of the stations are the broadcasting fees, the level of which is set by the Prime Ministers of the Laender. At the present, the basic fée for radio is DM 5.16 and for television DM 11.44 such that households with registered radios and television sets pay a monthly broadcasting fee of DM 16.60. On 1 January 1990, the broadcasting fee is to be raised to a monthly DM 19.00. Two percent of the broadcasting fee goes to the Laender to finance the activities of private broadcasting in general (technical infrastructure, open channels). The German Post Office also charges for satellite channels received by parabolic antennas and for the use of cable connections.

The broadcasting services of ARD receive 70 percent of the television fees and ZDF 30 percent. In 1988, a total of 3,640,000,000 Marks in fees were received by the broadcasting services of ARD, and a further 873,000,000 Marks in television fees went to ZDF.

Each broadcasting station is responsible for its own advertising. In 1988, the ARD stations had a total after-tax revenue of 1,622,000,000 Marks in advertising. ZDF made 632,000,000 Marks from the sale of broadcasting time in 1988.

The fees are collected centrally and distributed to the various stations according the number of listerners and viewers in the area in question. The proportions vary from 25.6% for the Westdeutscher Rundfunk (West German Broadcasting) to 1.2% for Radio Bremen. An internal financial adjustment also takes place, however, so that broadcasting services covering a small area can compete in programming. The German Post Office receives a constant percentage for technical services. It distributes frequencies and runs part of the broadcasting network.

8. Many sources, one channel

The broadcasting services of the Laender supply, in accordance with a specific ratio, their own productions to the common television channel broadcast by the stations of ARD. There are also joint productions such as centrally purchased feature films and series, contributions from Eurovision and programmes produced by one station on behalf of all the others. The most important are the news programmes 'Tagesschau' and 'Tagesthemen' prepared at the studios of the Norddeutscher Rundfunk (North German Broadcasting - NDR) in Hamburg.

The broadcasting hours of the ARD television channel have been substantially increased recently since some of the private channels operate twenty-four hours a day. Channels 1 and 2 have a joint morning programme; since autumn 1989 both stations have their own programmes from midday to the late night. Between 17:30 and 20:00 the ARD stations broadcast regional programmes with advertizing of up to 20 minutes. There is no advertizing later in the evening. Parallel to the programmes of Channel 1, there is also a third channel run by the various broadcasting stations, often with several stations using the same programmes. The programme structure is more or less as follows: almost 50 % of broadcasting time is devoted to information, and the other 50 % to games, music and entertainment.

ARD and ZDF broadcast further channels of cultural interest via satellite: ARD in co-operation with the Swiss Radio and Television Society have been broadcasting a channel called '1 Plus' since March 1986; ZDF has also been in co-operation with the Swiss Radio and Television Society and with the Austrian Broadcasting Company for '3-SAT' since December 1984. Negotiations on a joint Franco-German channel planned via satellite for 1991 in the two countries, in the success of which both governments are strongly interested, were bogged down for quite a while on the question of finance. The German portion of the costs amounting to an estimated 120,000,000 Marks is now to be covered by raising the broadcasting fees in 1993.

ARD and ZDF are working jointly with RAI in Italy, Antenne 2 in France and the BBC in Great Britain on a projected

multilingual channel devoted exclusively to news broadcasts. Broadcasting is to begin in 1991 and is designed to counter similar plans of private broadcasting interests.

9. Radio - the variety of FM programming

Despite the greater attraction usually ascribed to television, radio has endeavoured to adapt its broadcasting to altered markets and to make use of the specific advantages offered by this medium, in particular since a very dense network of FM stations makes it possible to broadcast different programmes for various target groups and for limited geographical regions simultaneously. Seven of the new broadcasting systems broadcast on four structurally diverse channels in their respective areas. In comparing the stations of the Westdeutscher Rundfunk (West German Broadcasting) we find that WDR 1 has over 58% light music, 36% talk and about 6% classical music. In contrast, classical music dominates on WDR 3 with 70%, whereas light music encompasses almost 90% of broadcasting time on WDR 4.

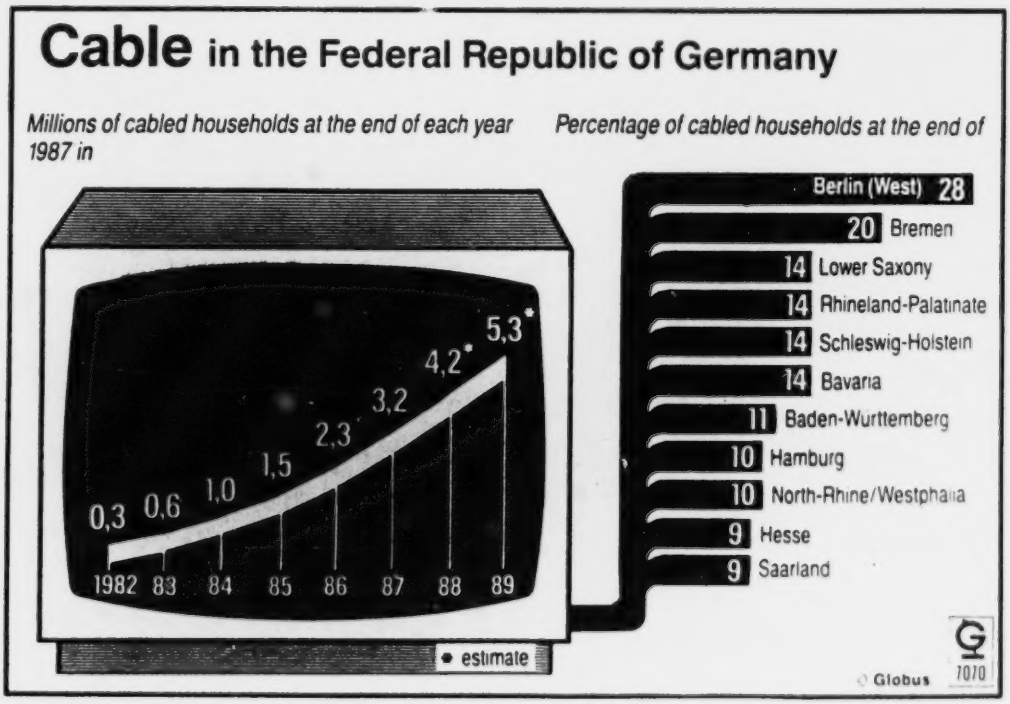
Greater orientation to specific preferences among the listeners and to certain geographical areas is also making itself felt in television programming. There is talk of 'regional windows' to be devoted more to events of immediate concern to local television viewers.

V. The new media

As in other Western countries, two modes of tranmission now characterize a thoroughly altered media structure, indeed a new age of mass communication has arisen: telecommunication satellites for broadcasting and cable broadcasting in wide-band frequency networks.

1. New systems require a high level of investment

Since the end of 1982, the German Post Office by substantially extending the cable network for wide band communication, in particular in large urban centres, has with an investment of over 2,000,000,000 Marks annually, laid the foundations for parallel activities for public and private radio and television channels. In June 1989, 49% of the 25,600,000 households in the Federal Republic of Germany were equipped for cabling and 5,400,000 household were actually on cable. The proportion of cable reception varies strongly from region to region. The result of these efforts is that substantially more radio and television channels can be made available to all cabled households.



The German Post Office has also done much in financial terms in the technological development of telecommunication and broadcasting satellites. Initially it received several channels of the ECS (European Communication Satellite) and Intelsat V satellites. Since June 1989 it also has at its disposal the telecommunications satellite Copernicus for the complete distribution of television channels etc. into cable networks in orbit. In August 1989 came the direct broadcasting satellite 'TV SAT 2' which can broadcast channels directly to owners of parabolic antennas with a diameter of 90 cm. This satellite broadcasts channels in a new television norm called D2-MAC which, though it provides better screen quality and stereo sound, does require a special converter in receiving apparatus.

Parallel to these technological developments, the German Post Office has also added a number of new frequencies over the past few years, in addition to the existing terrestrial frequencies used by public broadcasting. According to estimates of the Post Office, regions with a total of 23,000,000 inhabitants could be supplied with a private channel on these frequencies in the future and regions with 13,500,000 inhabitants could in addition be supplied with a further channel if the requisite stations are set up. The ARD broadcasting system, however, decidedly opposes giving these additional frequencies to private services only.

In Bavaria, 92 frequencies are already available in 78 towns. This Land was divided into 18 regions in which private broadcasting companies can apply for a licence. In North-Rhine/Westphalia, the licencing authorities have determined 45 regions in which private broadcasting companies can apply for licences. Bavaria, North-Rhine/Westphalia and Baden-Württemberg are the only large Laender to authorize private broadcasting at a local level in order to increase the flow of information and facilitate plurality of opinion in questions of direct concern to the public.

At the beginning of 1989, a total of 11 channels were being broadcast at the national level via satellite. The Post Office

also made available approximately the same number of channels on cable, though varying from region to region. In Bonn, for instance, there were 22 channels available on cable in mid 1989. In addition to ten public broadcasting channels, there are four private German channels, seven foreign channels and one subscription channel (Pay TV). On top of these are 25 radio stations.

2. Competition by unequal means to take over the market

This development was a source of controversy for a long time in the parliaments of the federal and Laender governments. There is still much resistance by the public broadcasting systems to private competition. The courts were also caught up in the controversy until the 'dual broadcasting system', supported by most of the Laender and by the federal government, was given the constitutional go-ahead by the Federal Constitutional Court in 1986 to ensure the regulated co-existence of public and private broadcasting. The Federal Constitutional Court attributed to public broadcasting the task of providing 'basic services'. Unhindered journalistic competition is encouraged between public and private broadcasting.

The Laender have now reacted to the authorization of the 'dual broadcasting system' by Germany's supreme court judges by the enactment of the inner-state broadcasting agreement of 3 April 1987. The Government of the Federal Republic of Germany does not however regard this agreement, in the form of a weary compromise after years of negotiations among the various Laender with their widely varying approaches, as an optimal system for broadcasting for the Federal Republic of Germany as a whole. It nonetheless created a unified framework in which the German media can further evolve.

Despite the legal and political protection offered to private broadcasting, its existence continues to be difficult. Private broadcasting companies endeavour to finance their activities exclusively by selling broadcasting time to

advertising, whereas public stations, as noted above, finance their activities primarily by fees.

3. Press publishing companies push their way into private broadcasting

Despite the uncertainty of profit, there is an extraordinarily strong interest in the founding of private broadcasting companies both for television and for radio. Press publishers in particular, led by publishing groups with strong capital backing, are endeavouring to enter the market, arguing that this new medium will substantially reduce their revenues from advertising. Advertising in private broadcasting is, however, limited to 20% of daily broadcasting time by the April 1987 inner-state agreement among the Laender. The two private television channels which broadcast at the national level, SAT 1 and RTL Plus, had 1988 turnovers from advertising amounting to 340,000,000 Marks (compared ith ZDF's 800,000,000 Marks).

SAT 1 with its headquarters in Mainz, the oldest (on the air since 1 January 1985) private broadcasting service, may serve as an example for the composition of a group of owners:

40 percent — PKS (Programmgesellschaft für Kabel- und Satellitenrundfunk), the Programme Society for Cable and Satellite Broadcasting, which includes media entrepreneur Leo Kirch and the Deutsche Genossenschaftsbank (German Co-operative Bank)

15 percent — APF (Aktuell Presse-Fernsehen), a collection of 140 newspaper publishers.

15 percent — Axel Springer Verlag AG (this publishing company also hold 35.1% of shares in APF)

15 percent — AV Euromedia (subsidiary of the Holtzbrink media group).

The rest of the company's capital (2%) is divided among other owners and a 'GmbH' in which the aforementioned partners participate to the level of their SAT 1 shares. Film distributor Leo Kirch who, with his Deutsche Genossenschaftsbank (German Co-operative Bank), also hold shares in the Axel Springer Verlag AG exerts the decisive influence on SAT 1. He possesses archives with 15,000 feature films and a further 50,000 hours of television programming. His son has at his disposal over 49% of capital in a national television company entitled 'Pro 7'.

The financially well-endowed groups will at least attempt to enter the field in the national channels and in so-called framework programming for the major regional channels irrespective of the fact that participation of several companies means that the proportion of capital or programming will of necessity be under 25 percent.

In local broadcasting, the local newspaper publishers are often the ones trying to enter the market. A survey at the end of 1988 showed that 71 of 90 private radio stations existing at that time were financed with the participation of newspaper businessmen. Partial programming is what is usually produced in the form of a local or regional 'window' in a national station.

4. A changing market

The proportion of the broadcasting market belonging to private programmers is increasing slowly but surely. Statistics from the month of June 1989 on audience ratings gave the joint ARD channel 33% of the market, ZDF 32.5%, RTL Plus 10,7%, SAT 1 8.7% and the various third channels of ARD 9.8% together. Of more significance are the statistics for households on cable since in the middle of 1989 only half the households are in a position to receive cable television. For households on cable, we find the following percentages: ARD 21.3%, ZDF 20.8%, SAT 1 19.4%, RTL Plus 16.7%, the third channels of ARD 8.2%. Competition between the private companies and the public broadcasting services is increasing as a result of the spread of cable and satellite and

the utilization of additional land-based frequencies which will no doubt result in a new distribution of advertising expenditures. Private companies envisage an uninterrupted increase in advertising revenue especially since ARD and ZDF have of necessity no advertising after 8 P.M. The competition for viewers takes place primarily in two fields of programming: feature films and sports, and shows in which the public takes part. The selection of feature films offered by public broadcasting services has increased substantially over the last few years. Use is made not only of the great archive resources of film corporations and co-operatives but also of films in the planning, by participation in production costs.

In the field of sports, the public and private broadcasting companies compete primarily for the transmission rights of football games and tennis tournaments. Since German football has lost something of its popularity and Steffi Graf and Boris Becker have come to the fore as national idols, the television companies are busy outbidding one another to acquire transmission rights of major tennis tournaments. The German Tennis Federation receives 36,200,000 Marks so that ARD and ZDF can transmit the home games of the Davis Cup team and international tournaments in Hamburg and Berlin over the next five years, indeed they are bound by the contract to transmit all the games. A private company won the 1989 transmission rights for the Wimbledon tournament: Ufa, belonging to the Bertelsmann Group, paid 60,000,000 Marks for the European rights (32 countries) for five years and gave the rights for Germany to the private television company RTL Plus. The vexed presidents of the public broadcasting systems who had lost in the bid ordered their news staff to confine reporting on Wimbledon to the results of matches, which created something of a stir among the public. The public broadcasting services had better luck in the transmission rights for the European football cup for 1992 and 1996: ARD and ZDF will get the games from the European Broadcasting Union (EBU) which bought the rights for 55,000,000 Swiss Francs.

Despite the high level of capital investment, the chances of economic success are unclear for many private radio and

television companies, in particular where competition is fierce in local and regional broadcasting and where advertising revenues are insufficient to finance programming in accordance with the conditions imposed by the supervisory boards. Even in economically favourable urban areas such as Hamburg and Berlin (West), some companies have gone bankrupt. In 1988, SAT 1 had expenditures amounting to 235,000,00 Marks compared to net profits from the sale of advertising time amounting to a mere 118,000,000 Marks. RTL Plus, the private television company with the second largest geographical range had 1988 losses amounting to 60,000,000 Marks as compared to total expenditures of 185,000,000 Marks.

Since private programmers have similar problems in most European countries, the major private television companies from five European countries, among whom SAT 1 from the Federal Republic of Germany, joined to form the Association of Commercial Television in Europe (ACT) with headquarters in Brussels. They wish not only to pursue their media interests on the European domestic market but also to co-operate in programming and in the purchase of transmission rights. This association is to form a counterweight to the federation of public broadcasting services of the European Broadcasting Union (EBU).

The interest of foreign media corporations to participate financially in German private broadcasting companies has been relatively modest up to now. Nonetheless, the Italian media enterprise Berlusconi and indirectly the American group Capital Cities/ABC have bought into a cable broadcasting company which created Tele 5, a national television channel in Munich. The Compagnie Luxembourgeoise de Télédiffusion, which owns a leading 46.1% of shares in RTL Plus, also has 24% of shares in this company.

5. Attempt at co-operation in a dual system

The Broadcasting Law of 19 January 1987 of Land North-Rhine/Westphalia contains interesting divergences from the usual

media regulations. It differs between 'promotional co-operatives' and 'business companies'. Promotional co-operatives, whose aim is not to be business profits, may be financed by representatives of organizations (business associations, labour unions, churches, municipal organizations) and publishers of daily newspapers in the region in question. Business companies may operate in the production and financing of programming and in the acquisition of advertising. Publishers may possess up to 75% of capital and voting rights in such a business company. A promotional co-operative is assigned to every business company, both of whom share the licence for private radio or television. Another regulation diverging from the broadcasting legislation of most of the other Laender is the opportunity public broadcasting services have to acquire up to one third of capital and voting rights in a promotional co-operative running national (not local) channels. Co-operation could therefore replace competition. Making use of this opportunity, the Westdeutscher Rundfunk (West German Braodcasting) bought 30% of shares in the private company 'Radio NRW' and a consortium f publishers bought the other 70%, a relationship which is now being contested under anti-trust legislation.

VI. The vocation of journalism

Journalism is a private profession. The occupation description is not legally protected and there is no compulsory training. Many journalists still talk of a profession simply requiring talent, but in practice, things are different: most journalists are white-collar employees and without a thorough knowledge of the profession, indeed without specific learning, no beginner can hope to succeed in this profession.

1. Training to become a journalist

The oldest and most frequent road to journalism, in particular in the press, is voluntary on-the-job training in an editorial office. The 'Guidelines for Voluntary Training at

German Newspapers' ensure a uniform standard of training. Of the ca. 1,700 volunteers who began training in 1988, about 1,450 work at daily newspapers, about 120 at magazines, ca. 30 in news agencies and no more than one hundred at broadcasting stations. Voluntary training lasts two years, a period which can be shortened for graduates of universities and vocational colleges. Practically all would-be journalists do voluntary training to discover their talents. Four to six weeks of their voluntary training are usually spent in other training centres such as the German Institute for Journalistic Training in Hagen, the Academy of Journalism in Hamburg or the Bavarian Press Academy in Munich.

Four training institutes for journalists are called 'schools': the German School of Journalists in Munich trains 45 individuals a year, of which 30 are also studying at the University of Munich. A similar number of would-be journalists attend the journalist school of the Axel Springer Verlag in Berlin (West) and every year twenty candidates are accepted by the Henri Nannen School in Hamburg which is jointly financed by the Gruner + Jahr publishing company and the weekly 'Die Zeit'. The Georg von Holtzbrinck School for journalists of economics in Düsseldorf is also financed by a newspaper group.

Seven German universities: the Free University of Berlin, the universities of Bochum, Erlangen-Nürnberg, Göttingen, Mainz, Munich and Münster, offer professional studies in the field of journalism and communications science which, however, in combination with courses in other subjects, serve as preparatory training and not as vocational training for journalists as such since they usually have little connection to modern practice. University graduates may register for more practically oriented advanced studies in journalism and communications science at two universities (Mainz and Hohenheim) and at the College of Music and Theatre in Hanover.

Several universities offer a better mixture of theory and practice in their so-called integrated studies in which training at newspaper companies, in broadcasting or in public relations

are a obligatory part of studies. These are to be found at the Universities of Bamberg, Dortmund, Eichstätt, Hamburg and Munich.

The broadcasting stations which usually acquire their new staff from newspapers and magazines have at their disposal two institutions for professional training: the School for Broadcasting Technology in Nürnberg, the courses of which are attended annually by about one thousand employees from the technical divisions of broadcasting stations and the Central Office Further Training Programme in Frankfurt am Main. Here, 80 to 90 seminars are conducted every year for about 1500 volunteers and editors.

2. Associations representing the interests of journalists

The daily activities of a journalist do not compare with the magic attributed to the profession in novels and in the cinema. Quite often the journalist' views on his profession collide with those of his employer. For this reason, there is great interest in joining a professional association representing the interests of journalists. The degree of membership is about 70%. The largest professional association exclusively for journalists is the Deutscher Journalistenverband 'DJV' (German Federation of Journalists) with over 15,500 members. Up to April 1989 a journalists' association in the form of a labour union existed: the Deutsche Journalisten-Union 'DJU' (German Union of Journalists) with about 9000 members. After years of hefty discussion, however, they joined the 'media industrial labour union' together with other labour unions in the fields of printing and paper, broadcasting, visual arts, theatre and a group of writers. The various professional associations remained as divisions within the labour union, but the fusion created a powerful labour organization with about 180,000 members.

3. Self-control instead of supervision

In 1956, the German Press Council was formed as an institution of self-control. This body was designed to be a compact association representing the interests of publishers and journalists towards the public and the government, along the lines of the British General Council of the Press. The associations of newspaper and magazine publishers and the Working Group of Journalists's Organizations sent ten members each to sit on the new council, a distribution of seats which from the start meant a deadlock in case of conflict between the two groups. The German Press Council did pass a sort of codex for the press entitled 'Principles of Journalism' in 1973 and on a number of occasions expressed its views on media questions, but over the years it receded into a sort of complaint office. Disputes between publishers and journalists paralyzed it much of the time. After restructuring it now serves as a moral authority to remind us that publishing is not simply business.

VII. Assistance to the media in the Third World

Even before the World Year of Communication in 1983 and the controversy generated by the New World Information and Communication Order called Europe's attention to the situation of the media in the Third World, government and private organizations were providing financial, technical and staff assistance to promote press and broadcasting in the developing countries.

1. Priority to basic and further training

The basic and further training of journalists and technicians is, in the long run, the best way of promoting the media in the Third World since they bring with them for their training in the Federal Republic of Germany a knowledge of national needs and of the situation in their countries. Solid relations arose out of informal contacts and led in 1961 to the

foundation of an ARD commission to study relations between broadcasting stations and the developing countries. ZDF, the organization looking after foreign trainees, the 'Carl Duisberg Society', the Federal Ministry for Economic Co-operation and other organizations later joined the work of this commission.

Initially the training of experts was in the hands of the broadcasting stations concerned, but in October 1970 the Sender Freies Berlin (Free Berlin Broadcasting), commissioned by ARD, took over training of television personnel both in programming and technical services, and in December 1970 the Training Centre for Radio Employees at Deutsche Welle (The Voice of Germany) in Cologne began its work. This station has the longest experience with on-the-job training for foreign experts. The Federal Ministry for Economic Co-operation covers a substantial portion of the costs and provides course participants with scholarships.

At the Television Training Centre of Sender Freies Berlin (Free Berlin Broadcasting) a course with 40 participants usually lasts 18 months. On top of this come professional seminars for further training. The most important feature here and at the training centre of Deutsche Welle (The Voice of Germany) was the consciously practical approach taken to training. Trainees therefore produce programmes ready for airing as soon as possible.

In Berlin (West), trainees in journalistic professions from the developing countries receive their basic and further training at the International Institute for Journalism. Here and at the two aforementioned training centres about 250 persons are trained. Employees of foreign news agencies may received further training in journalist and technical services at the Deutsche Presse-Agentur with the support of foundations and government agencies.

In addition to the training of foreign journalists and technicians is advisory assistance for existing Third World media by German experts. About 40 experts are at the service of German development assistance in the field of broadcasting alone.

Particularly successful was the setting up of partnerships and the signing of co-operation agreements between German and foreign media institutions. German experts advise and support their foreign counterparts with technical assistance and programmes. At the same time, journalists and technicians from the Third World take advantage of the institutions of the German side for basic and further training.

2. Exchange of programmes has become a matter of fact

Though in many cases technical assistance is out of the question due to differing standards, the provision of programmes has proven increasingly useful. Deutsche Welle (The Voice of Germany) uses its Radio Transcription Service to this end. Its programmes produced in ten languages are disseminated and broadcast by 970 stations in 120 countries. For television programmes, ARD, ZDF, Deutschlandfunk, Deutsche Welle (The Voice of Germany) and the Federal Republic of Germany created 'Trans-Tel' twenty years ago, a company for German television transcription. It provides foreign recipients with copies of German television programmes which have to be adjusted to the programming structure of the station in question and adapted to the television customs of a foreign audience.

3. Government development assistance as a political task

Though in the above-mentioned projects the initiative was initially taken by the media, even though supported by government grants, the Government of the Federal Republic of Germany was early to recognize how important it was to promote the autonomous development of media systems in young nations to exert a positive influence on social change. Since 1961 when the Federal Ministry for Economic Co-operation took over the co-ordination of government development assistance over 600 media projects have been promoted with a total funding volume of over 1,000,000,000 Marks. The projects have concentrated on the field of radio because radio programmes provide the most effective assistance to

improving information and education among broad sections of the public. In the course of time, press, television and film institutions were also assisted and in recent years a proposal by UNESCO has been followed to support the work of and co-operation between the news agencies of the non-aligned countries. In 1987, the Government of the Federal Republic of Germany promoted 142 projects (including the scholarship programmes in the Federal Republic of Germany) in over 40 countries.

The goal of government development assistance in the media is to promote freedom of opinion and freedom of the media and to contribute to the social, economic and cultural development of the countries of the Third World. It corresponds therefore to the goals of German foreign policy and to the work done by the Federal Republic of Germany in co-operation with international organizations.

(IN Press)

VIII. Appendix

1. Article 5 of the Basic Law of the Federal Republic of Germany

"Everyone shall have the right freely to express and disseminate his opinion by speech, writing and pictures and freely to inform himself from generally accessible sources. Freedom of the press and freedom of reporting by means of broadcasts and films are guaranteed. There shall be no censorship.

These rights are limited by the provisions of the general laws, the provisions of law for the protection of youth, and by the right to inviolability of personal honour."

2. Data on the development of daily newpapers in the Federal Republic of Germany 1954-1989

Publishing units

Year	Absolute figures	Index (1954 = 100)
1954	225	100
1964	183	81
1967	158	70
1976	121	54
1979	122	54
1981	124	55
1983	125	56
1984	125	56
1985	126	56
1989	119	53

Publishing companies as editors

Year	Absolute figures	Index (1954 = 100)
1954	624	100
1964	573	92
1967	535	86
1976	403	65
1979	400	64
1981	392	63
1983	385	62
1984	386	62
1985	382	61
1989	358	57

Editorial issues

Year	Absolute figures	Index (1954 = 100)
1954	1500	100
1964	1495	100
1967	1416	94
1976	1229	82
1979	1240	83
1981	1258	84
1983	1255	84
1984	1267	84
1985	1273	85
1989	1344	90

Sold editions in millions

Year	Absolute figures	Index (1954 = 100)
1954	13.5	100
1964	17.3	129
1967	18.0	134
1976	19.5	146
1979	20.5	153
1981	20.4	152
1983	21.2	158
1984	21.1	157
1985	20.9	156
1989	20.3	150

Source: Walter J. Schütz, 'Zeitungen in der Bundesrepublik Deutschland'. in: 'Das Parlament' 15 September 1984 ff.

3. The daily newspapers with the ten largest circulations (Publishing units)

Title	Place of publication	Sold editions in thousands (2nd quarter of 1989)
Bild	Hamburg	4,294
Westdeutsche Allgemeine	Essen	660
Express	Cologne	440
Hannoversche Allgemeine	Hanover	430
Südwest Presse	Ulm	412
Rheinische Post	Düsseldorf	391
Süddeutsche Zeitung	Munich	373
Augsburger Allgemeine	Ausgsburg	356
Frankfurter Allgemeine	Frankfurt/Main	355
Nürnberger Nachrichten	Nürnberg	315

4. The magazines with the ten largest circulations*

Title	Type	Sold editions in thousands (2nd quarter of 1989)
Hörzu	Radio and TV guide	3,150
TV Hören + Sehen	Radio and TV guide	2,565
Auf einen Blick	Radio and TV guide	2,483
Fernsehwoche	Radio and TV guide	2,347
Bild der Frau	Women's magazine	2,004
Funk Uhr	Radio and TV guide	1,973
Neue Post	Popular magazine	1,675
Tina	Women's magazine	1,561
Freizeit Revue	Popular magazine	1,415
Das Beste	Popular magazine	1,389

(* Not included are magazines designed for members of specific organizations.)

5. Proportions of the various ARD broadcasting stations in the programmes of German TV Channel 1 in 1987 (in percentage)

Westdeutscher Rundfunk (West German Broadcasting)	16.1
Norddeutscher Rundfunk (North German Broadcasting)	9.9
Bayerischer Rundfunk (Bavarian Broadcasting)	9.3
Südwestfunk (Southwest Broadcasting)	5.4
Süddeutscher Rundfunk (South German Broadcasting)	4.9
Sender Freies Berlin (Free Berlin Broadcasting)	4.7
Hessischer Rundfunk (Hessian Broadcasting)	4.6
Saarländischer Rundfunk (Saarland Broadcasting)	1.7
Radio Bremen	1.6

(In addition are joint programmes with 41.8%)

6. Portions of the market held by the various news agencies [In (rounded off) percentages of the total circulation of the German daily press]

Deutsche Presse-Agentur / DPA	100
Associated Press / AP	80
Reuter / RTR	50
Agence France Press / AFP	33
Deutscher Depeschendienst / DDP	28

7. Addresses

Press and Information Office of the Government of the Federal Republic of Germany
(Presse- und Informationsamt der Bundesregierung)
Welckerstraße 11
D-5300 Bonn 1

German Press Council
(Deutscher Presserat)
Wurzerstraße 46
D-5300 Bonn 2

Federation of German Newspaper Publishers
(Bundesverband Deutscher Zeitungsverleger e.V.)
Riemenschneiderstraße 10
D-5300 Bonn 2

Federation of German Magazine Publishers
(Verband Deutscher Zeitschriftenverleger e.V.)
Winterstraße 50
D-5300 Bonn 2

Federation of German Journalists
(Deutscher Journalisten-Verband e.V.)
Bennauerstraße 60
D-5300 Bonn 1

Federal Press Conference
(Bundes-Pressekonferenz e.V.)
Heussallee 2-10
D-5300 Bonn 1

Foreign Press Club in the Federal Republic of Germany
(Verein der Ausländischen Presse in der Bundesrepublik Deutschland e.V)
Heussallee 2-10
D-5300 Bonn 1

ARD (Network of the Public Broadcasting Stations of the Federal Republic of Germany)
(Arbeitsgemeinschaft der öffentlich-rechtlichen Rundfunkanstalten der Bundesrepublik Deutschland)
Neckarstraße 230
D-7000 Stuttgart 10

ZDF German television channel 2
(Zweites Deutsches Fernsehen)
Essenheimer Landstraße
D-6500 Mainz 31

Deutsche Welle/The Voice of Germany
(Deutsche Welle. Auslandsrundfunk der Bundesrepublik Deutschland)
Raderberggürtel 40
D-5000 Cologne 51

Deutschlandfunk
Raderberggürtel 40
D-5000 Cologne 51

RTL Plus television
(RTL plus Deutschland Fernsehen GmbH & Co. Betriebs KC)
Aachenerstraße 1036
D-5000 Cologne 40

SAT 1 satellite television
(SAT 1 Satelliten Fernsehen GmbH)
Hegelstraße 61
D-6500 Mainz 1

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Inter Nationes (ed.), 3rd amended edition
Bonn 1989

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Materialien zu Politik und Gesellschaft in der Bundesrepublik Deutschland.
Inter Nationes (ed.)
Bonn 198o

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Bildung und Wissenschaft No. 1/2-1988.
Inter Nationes (ed.), Bonn

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Bonn 1986

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Hermann Meyn, Berlin 1985

(7) Zeitungen 1988.
Bundesverband Deutscher Zeitungsverleger (ed.)
Bonn 1988 (published annually since 1987)

(8) 4o Jahre dpa / Deutsche Presse-Agentur.
Deutsche Presse-Agentur GmbH (ed.)
Hamburg 1989

(9) Jahrbuch 1988.
Arbeitsgemeinschaft der öffentlich-rechtlichen Rundfunkanstalten der Bundesrepublik Deutschland (ed.)
Hamburg 1988 (published annually since 1969)

(1o) Jahrbuch 1989.
Zweites Deutsches Fernsehen (ed.)
Mainz 1989 (published annually since 1965)

(11) Die Welt als Medieninszenierung.
Wirklichkeit, Information, Simulation.
Lindenthal-Institut (ed.)
Cologne 1989

(12) DML Jahrbuch 1988.
Direktorenkonferenz der Landesmedienanstalten (DLM) (ed.)
Ulm 1988

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Bundesverband Deutscher Zeitungsverleger (ed.)
Bonn 1989

(14) Werbung in Deutschland 1989.
Zentralausschuß der Werbewirtschaft (ed.)
Bonn 1989 (published annually since 1963)

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Sportbild
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Materialien (Gesetzestexte)

German Features
Education and Science
Technology, Industry and Commerce
Social Report
Sports Features
Culture Today
Bilateral Report
Special Report
Information Materials (Law texts)

Flash sur l'Allemagne
Education et Sciences
Technique – Industrie – Economie
Informations sociales
Sports magazine
Actualités culturelles
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Técnica – Industria – Economía
Reportaje Social
Panorama Deportivo
Cultura Actual
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Materiales informativos (textos legales)